

***Minnesota
Milestones:
1993
Progress
Report***

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Minnesota Planning is charged with developing a long-range plan for the state, stimulating public participation in Minnesota's future and coordinating public policy with state agencies, the Legislature and other units of government.

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Upon request, *Minnesota Milestones: 1993 Progress Report* will be made available in an alternate format, such as Braille, large print, or audio tape. For TDD, contact Minnesota Relay Service at (612) 297-5353 or (800) 627-3529 and ask for Minnesota Planning.

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Minnesota Milestones: 1993 Progress Report

Goals	Grade
Our children will not live in poverty	2000 Census
Families will provide a stable environment for their children	-
All children will come to school ready to learn	-
Minnesotans will excel in basic academic skills	No Change
Minnesotans will be healthy	+
Our communities will be safe, friendly and caring	±
People who need help will receive it	-
People with disabilities will participate in society	Not Available
We will value all cultures, races and ethnic backgrounds	+
Minnesota will sustain above-average economic growth	Fall 1994
Minnesotans will have the advanced education and training to make the state a leader in the global economy	+
All Minnesotans will have a reasonable standard of living	+
All Minnesotans will have decent, safe and affordable housing	Summer 1994
Small cities, rural and urban areas will be economically viable	±
Minnesotans will act to protect and enhance their environment	±
We will improve the quality of the air, water and earth	+
Minnesota's environment will support a rich diversity of plant and animal life	Spring 1994
Minnesotans will have the opportunities to enjoy the state's natural resources	+
People will participate in government and politics	Fall 1994
Government in Minnesota will be cost-efficient and services will be designed to meet the needs of the people who use them	Not Available

Grade Key:

+ *Of the indicators with data, half or more were positive.*

- *Half or more of the indicators with data were negative.*

± *Equal number of positive and negative indicators.*

No

Change *The data remained the same for both years.*

Not Available *Data is not collected yet for some indicators. Dates when data will be available, such as the 2000 census, are provided for other indicators.*

Summary

Minnesota Milestones: A Report Card for the Future set forth a vision and measurable goals for the state's future based on what Minnesotans said were their hopes for the state and their communities. *Minnesota Milestones: 1993 Progress Report* is the first progress report since the *Milestones* goals and indicators were established in 1992.

In the *1993 Progress Report*, Minnesota is rated for each of the 20 *Milestones* goals. The results are both good and bad. In some cases, such as recycling, Minnesota has already surpassed the 1995 targets. In others, such as violent crime rate, the situation is getting worse. In addition to reporting updated data on *Milestones* indicators, this report highlights some major policy initiatives that are likely to affect Minnesota's report card during the remainder of this decade.

Minnesota is making strong gains in reducing environmental pollution, and its economy is performing better than the nation's as a whole. Recycling has increased markedly, along with a dramatic reduction in the release of toxic wastes. The generation of hazardous waste is leveling off, perhaps even declining, and violations of air-quality standards have plummeted to a handful of days per year.

Increases in median income outpaced the national average. Minnesota's job growth in general, as well as its measures of manufacturing jobs, was better than for the United States as a whole.

Yet social and economic problems continue to afflict many of Minnesota's people and communities, which may further the perception often expressed at *Minnesota Milestones* meetings that the state is drifting toward becoming a society of haves and have-nots. More high school students are headed for and better prepared for college, but at the same time, more students are dropping out. Average incomes are going up, but the poverty rate is stuck at a relatively high level. Homes are more affordable, but the use of homeless shelters is increasing. Although crime overall has declined, violent crime continues to undermine the quality of life in many neighborhoods, and child abuse claims more victims.

Significant policy changes and activities are underway that will affect what results the state measures and how those results are measured. Federal and state initiatives in environmental monitoring, carbon dioxide and energy-use reduction, welfare reform, health care reform, along with the Americans with Disabilities Act and the Minnesota Children's Initiative, all will influence what is measured.

The purpose of *Minnesota Milestones* is to determine where the state wants to be in the future and to measure long-term results over the next five, 10 and 20 years. It gives Minnesotans a way to focus on the future and hold leaders accountable for how the state gets there. The *1993 Progress Report* compares data for 1990 and 1992 and shows the target to be accomplished by 1995. Because only a

few years have passed since the 1990 baseline was established, just the direction of change — not a grade — is presented for the indicators attached to the long-range goals. A major revision of indicators is planned for the next report card, which will be prepared when 1995 data is available.

Grades were assigned to each of the goals based on the indicators of that goal for which data was available. A positive grade means that half or more of these indicators showed a positive change; a minus grade means the change was negative in half or more of these indicators. A grade of plus and mi-

nus was assigned where there was an equal number of positive and negative changes among indicators, and "no change" means the change was neither positive nor negative. In some cases, no comparative data was available yet; the grade for these goals was either "not available" or the date when such data will be available.

Minnesota earned a positive grade overall for its efforts thus far to achieve its *Milestones* goals. Six of the 13 goals that could be graded received positive grades, while three registered negative. Three showed mixed results, and one had no change.

Introduction

Minnesota Milestones is the result of a citizen-based planning process. Thousands of Minnesotans participated in the process by attending one of 45 meetings across the state, filling out surveys, reviewing draft documents or writing letters. The result of this effort was the state's long-range plan, *Minnesota Milestones: A Report Card for the Future*.

The long-range plan includes a vision for the future, 20 broad goals and 79 ways to measure progress toward these goals.

Since *Minnesota Milestones* ended in December 1992, Minnesota Planning, state agencies, the Legislature, the private sector and oth-

ers began developing strategies to achieve the state's long-range goals. Some examples of these strategies are:

- *State of Diversity*: This action plan aims to combat racism in Minnesota.
- *Children's Services Report Cards*: Minnesota Planning developed this on-line children's report card for every community in the state. In April 1994, Minnesotans will be able to view information from a variety of data bases, such as health, education, demographics and crime, and compare their community's performance with that of other locations, regions and the state as a whole.

Choosing Our Future

We Minnesotans like our state. We believe Minnesota is a good place to raise a family, go to school and enjoy life. We appreciate the natural beauty, the friendliness and sense of opportunity, the good government and the diverse economic opportunities. We believe strong values are important spiritual values, individual responsibility, volunteering, a strong work ethic and sharing with others. We appreciate our cultural diversity. These are the personal values we cherish and want to carry forward into the next century.

When we talk about our hopes for the future, we share a vision with these common themes:

- *Minnesota will be a community of people who respect and care for one another.*
- *Our economic activity will create wealth and provide a good standard of living for all our people.*
- *Our citizens will be good thinkers, creative, always learning, with the skills to compete internationally.*
- *We will protect and enjoy the natural world.*
- *Our government will be responsive, effective and close to the people.*

Source: *Minnesota Milestones: A Report Card for the Future*, December 1992.

■ Affordable housing: A metropolitan task force is developing ways to link housing, transportation and jobs so citizens have safe, clean and affordable housing.

■ Action for Children: This plan includes long-range strategies to improve the lives of Minnesota children and families.

■ Family Services Collaboratives: This program is an \$8 million incentive to communities to make major service-delivery reforms for families and children.

Minnesota Milestones is intended to assess the effectiveness of these and other strategies used to reach the state's long-range goals. Measuring results is important because efforts that are measured tend to get done. Measuring results also helps determine what works and what does not.

It will take more than one year to see the real benefits of *Minnesota Milestones*. Time is needed to

implement strategies and demonstrate results, as well as to develop and collect information for measuring results.

The following goals and indicators provide an early look at the state's progress. Where data is missing, its availability date is noted. For some of the indicators, data still needs to be developed, and efforts are underway to do so.

New ways of measuring progress include the first crime survey in Minnesota, conducted by Minnesota Planning and the Department of Public Safety during the summer of 1993; the 1993 Legislature's directive to state agencies to measure performance annually for all programs; and the integration of information on children by the Minnesota Children's Cabinet.

The *1993 Progress Report* is the beginning of a new effort to keep Minnesota on course toward its desired future.

Minnesota's progress

This report is the first attempt to update *Milestones*. New information or data is presented on about 30 of the 79 *Milestones* indicators — those for which such data is available. In several cases, updated data will be available later this year. State agencies are getting used to updating the indicators, which also should generate better data. Using available data, half or more of the indicators determine the direction of the grade for each goal.

Generally, 1990 data was the latest available for *Minnesota Mile-*

stones: A Report Card for the Future and is the baseline for this progress report; the 1995 targets come from the first *Milestones* report. This report's updates are generally based on 1992 data, the most recent available. Though this data may indicate changes, it is still too early to signal long-term effects or trends.

The *1993 Progress Report* is a preview of how Minnesotans are doing with respect to the 1995 targets, not an initial grade. Indicators will be reviewed and revised as part of the 1995 update.

Grade
2000
Census

Goal: Our children will not live in poverty

Data on child poverty is available only through the decennial census.

The percentage of children in Minnesota whose family income was below the poverty line was 12.4 percent in 1990, as reported in the first *Milestones* report. A 1993 Minnesota Planning report on child poverty shows that the number of poor children in the state increased by 24,000, or 20 percent, in the 1980s and that poor children are now more likely to be non-white, living in the Twin Cities and in a single-parent family. The increase in child poverty occurred mainly among families headed by single women.

Because of the increasing correlation between child poverty and births to unmarried women, however, trends in such births may be

an indicator of trends in child poverty. The number and percentage of out-of-wedlock births continued to increase, going from 20.9 percent in 1990 to 22.3 percent in 1991 — about 750 additional births. The proportion of these births that were to poor women cannot be determined.

Child-support payments are another *Milestones* indicator for child poverty. A 1993 Department of Human Services report to the Legislature cited a strong increase in the collection of child support awards through a state-run system. From fiscal year 1989 to fiscal year 1992, collection of child support increased from \$45 million to \$57 million for families receiving Aid to Families with Dependent Children and from \$78 million to \$137 million for non-AFDC families.

Changes in Minnesota's paternity laws that went into effect in January should enhance the financial resources available to children of unmarried parents. As a result of simplifying the legal establishment

of paternity, more children will have access via their fathers to such benefits as health insurance, military benefits and Social Security.

Indicators	1990	1992	1995
1. Percentage of children living in households below the poverty line	12.4%	2000 Census	10%
2. Percentage of parents who receive full payment of awarded child support	Not Available		

Grade
-

Goal: Families will provide a stable environment for their children

A negative grade was assigned to this goal because two of the three available indicators were negative.

Children who run away from home often are trying to get away from abuse or family problems. The rate of children who were runaways increased from 8.6 per 1,000 children (15 to 17 years old) in 1990 to 8.7 in 1991 and 8.9 in 1992.

Another trend on the negative side is the increase in the rate of juveniles apprehended for crimes from 38.3 per 1,000 children in 1990 to 39.4 in 1992.

One of the positive trends for Minnesota families is a decline in the pregnancy rate between the ages of 10 and 17 from 17.4 per 1,000 females in 1990 to 11.8 in 1992.

Indicators	1990	1992	1995
3. Teen pregnancy rate (per 1,000 girls 10 to 17 years old)	17.4	11.8	12
4. Runaways (per 1,000 children)	8.6	8.9	8.5
5. Percentage of 12th-grade students who have ever attempted suicide	13% (1992)	1995 Student Survey	13%
6. Apprehensions of children (per 1,000 children)	38.3	39.4	37.5
7. Percentage of children who use alcohol or illegal drugs at least monthly	42% (1992)	1995 Student Survey	39%
8. Rate of divorces involving children	Not Available		
9. Percentage of students who move more than once a year	Not Available		

Goal: All children will come to school ready to learn

The minus grade for this goal comes from the increase in abused or neglected children, the only indicator for which there was data.

Hungry or malnourished children are not likely to do their best in school. *Milestones* recommended that a monitoring system be developed for children's diets. This has not happened, but the U.S. Department of Agriculture announced in September 1993 that it will improve the quality of school lunches, which are the main meal for many children. Lunches will have less fat and salt and more fruits and vegetables. This is a shift from measuring total caloric intake to providing good nutrition. About 40 percent of the calories in school lunches have come from fats, 10 percent above the maximum recommended dietary guidelines. More effort, too, will go into nutritional education.

The quality of child care affects several dimensions of children's well-being, and their early learning experiences can influence their later performance in school. *Milestones* recommended a periodic survey on parents' satisfaction with child care. A Department of Human Services report to the Legislature in March 1993 found that 14 percent of the surveyed parents with children in child care had problems with the quality of care. An estimated 12 percent of chil-

dren in grades kindergarten to sixth are home alone after school.

The rate of child abuse increased from 7.9 victims per 1,000 children in 1990 to 8.6 in 1991 and 9.4 in 1992 — a total of 11,217 victims in 1992. This rate includes all confirmed cases of physical, sexual and emotional abuse, as well as neglect. If abuse of a specific victim is reported and confirmed more than once in the year, each incident is counted. All abuse statistics are expected to continue to increase for the foreseeable future as people become more willing and able to report incidents of abuse.

The collection of data on children and families will improve significantly as the Children's Initiative goes forth. The Initiative, for which Minnesota will receive up to \$1.5 million over a three-year period from the Pew Charitable Trusts, will establish family centers. These centers will emphasize prevention, integration of services and measurement of results to ensure better outcomes for all children and families. Contact Minnesota Planning for more information.

Meanwhile, information on children already is being integrated by the Minnesota Children's Cabinet. State agencies are building a data base to share program information and streamline the application process for children and families.

Indicators	1990	1992	1995
10. Percentage of sixth-graders watching television or videos more than 40 hours per week			
Boys	18%	1995 Student Survey	16%
Girls	11% (1992)		10%
11. Percentage of parents satisfied with their child-care arrangements	Not Available		
12. Percentage of children who have healthy diets	Not Available		
13. Abused or neglected children (per 1,000 children)	7.9	9.4	7.9

**Grade
No
Change**

Goal: Minnesotans will excel in basic academic skills

The number of school districts with a 12th-grade dropout rate over 10 percent stayed the same, resulting in a "no change" grade for this goal. Achievement test scores data was not available.

Dropping out of school diminishes youths' chances for success in life. The statewide high school dropout rate increased from the 1990-91 school year to the 1991-92 year, although the number of districts with a 12th-grade dropout rate over 10 percent (the *Milestones* target) remained steady at 14. For grades seven to 12, the percentage of students who dropped out rose very slightly from 3.15 percent to 3.46 percent. Increases occurred at every grade level.

Seven of the 14 districts with the highest 12th-grade dropout rates in 1990-91 also appeared on the list for 1991-92: Cass Lake (44 percent), Minneapolis (19 percent), Cloquet (17 percent), St. Paul (16 percent), Mounds View (13 per-

cent), Brainerd (12 percent) and Austin (11 percent).

In contrast to the trend in dropout rates, college-bound students are performing better. Average scores on 1993 ACT college-entrance tests went up for the third straight year, although more students took the test, which would tend to lower the average scores. Because many students — 38 percent — did not take the test, however, it was not used as a *Milestones* indicator. In Minnesota, 67 percent of test-takers in 1993 had taken a college preparatory schedule of classes, up from 56 percent in 1989.

National achievement tests are being developed for the lower grades. The proposed national test on reading was given to a sample of fourth-graders in 1992. The results show that, on average, Minnesota's fourth-graders read at about the same level as those in the top 15 ranked states. (Differences between the top states are small and

might be the result of sampling variation.) The test also revealed that 35 percent of Minnesota's fourth-graders have reading skills

below the basic level, while only 4 percent read at the advanced level.

Indicators	1990	1992	1995
14. Achievement test scores	Not Available		
15. Number of school districts with a 12th-grade dropout rate over 10 percent	14	14 (1991)	7

Grade
+

Goal: Minnesotans will be healthy

Improvements in two indicators resulted in an overall plus grade for this goal. A slight negative change occurred in the percentage of low birthweight babies, no change was registered in the percent of non-smokers and data was not available for the life expectancy indicator.

Infant mortality increased from 7.3 deaths per 1,000 live births in 1990 to 7.5 in 1991, then fell to 7.1 in 1992. These rates remain low compared with earlier years. The percentage of babies born at a birth weight of less than 2,500 grams (about five and a half pounds), indicating a potential for health problems, remained about steady. The rate in 1990 was 5.1 percent, 5.3 percent in 1991 and 5.2 percent in 1992.

The percentage of children who have received their primary series of immunizations by 24 months of

age increased from 57 percent of a sample of children who entered kindergarten in 1990 to 61 percent of all children who entered kindergarten in 1992. A comprehensive health survey in 1992 demonstrated that immunization rates varied widely by the age of the child, the type of vaccine and geographic area. For example, in St. Paul, more than 90 percent of children residing in zip code 55105 received their initial doses by 4 months of age, while in zip code 55103, only 67 percent received their initial doses by that age.

The percentage of Minnesota adults who do not smoke has remained about the same: 78 percent in 1990, 76 percent in 1991 and 78 percent in 1992. These levels are a significant improvement over the 70 percent level of 1980.

Indicators	1990	1992	1995
16. Infant mortality rate (per 1,000 births)	7.3	7.1	6.5
17. Percentage of low birthweight babies	5.1%	5.2%	4.5%
18. Percentage of children who are adequately immunized	57%	61%	70%
19. Percentage of Minnesota adults who do not smoke	78%	78%	81%
20. Life expectancy (in years)	77.9	2000 Census	79.1

Grade
±

Goal: Our communities will be safe, friendly and caring

While the rate of reported violent crimes per 100,000 Minnesotans rose, the rate of violent and injury-related deaths fell, giving this goal a grade of plus and minus. Data is not available for the other five indicators.

Although crime decreased overall, reported violent crimes in Minnesota jumped from a rate of 292 crimes per 100,000 population in 1990 to 354 in 1992. The violent crime rate counts murders, rapes, robberies and serious assaults.

One of the *Milestones* recommendations was to conduct a survey to determine how many people are crime victims. Because many

crimes are not reported, it was not known how many people were crime victims each year. The first such statewide survey on crime was conducted by Minnesota Planning and the Department of Public Safety in the summer of 1993. The results show that 31 percent of the Minnesotans surveyed said they were crime victims in 1992 — 28 percent were victims of property crime and 10 percent were victims of violent crime.

Despite the increase in violent crimes, the death rate from violence and accidents decreased 2.8 percent, from 49.8 per 100,000 people in 1990 to 48.4 per 100,000 in 1992.

Indicators	1990	1992	1993
21. Percentage of people who feel they can rely on another person in their community for help	Not Available		
22. Violent crimes reported (per 100,000 Minnesotans)	292	354	292
23. Percentage of people who feel safe in their communities	Not Available		
24. Percentage of people who have been crime victims	Not Available	31%	
25. The rate of violent and injury-related deaths (per 100,000 Minnesotans)	49.8	48.4	45
26. Percentage of Minnesotans who volunteer for community activities	Not Available		
27. Percentage of youths who volunteer at least an hour a week	34% (1992)	1995 Student Survey	37%

Grade
-

Goal: People who need help providing for themselves will receive the help they need

The percentage of people unemployed for more than 26 weeks and the number of people using homeless shelters increased, resulting in this goal receiving a negative grade. Data was not available for the other two indicators for this goal.

A large number of people unemployed for long periods of time is an indication of a mismatch between the labor force and jobs. About 10 percent of unemployed people remained unemployed for more than 26 weeks in 1991, which

was better than the five-year average of 11 percent in 1990. About 6 percent were unemployed for a year or more.

The use of homeless shelters increased by 44 percent from 1990 to 1993, based on data from the quarterly Department of Jobs and Training shelter survey. An average of 2,599 people on a given day were using one of the shelters surveyed in 1990; this climbed to 3,738 in 1993. (The 1990 statistic is a revision of the number published in the first *Milestones* report.)

Indicators	1990	1992	1995
28. Number of people using homeless shelters	2,599	3,738 (1993)	2,500
29. Percentage of recipients of Aid to Families with Dependent Children on assistance more than 24 consecutive months	Not Available		
30. Percentage of unemployed people remaining unemployed more than 26 weeks (five-year average)	11%	15%	10%
31. Quality of life for people with long-term limitations	Not Available		

**Grade
Not
Available**

Goal: People with disabilities will participate in society

Data on the percentage of public facilities that are accessible to people with disabilities was not available.

The federal Americans with Disabilities Act should result in far-reaching benefits to people with disabilities by requiring govern-

ments and businesses to provide public accommodations, guarantee fair employment practices and ensure that all persons are able to fully participate in any of the organization's programs, services and activities. Measuring the law's effectiveness, however, remains problematic.

Indicators	1990	1992	1995
32. Percentage of public facilities that are accessible	Not Available		25%

**Grade
+**

Goal: We will welcome, respect and value people of all cultures, races and ethnic backgrounds

The percentage of state legislators and constitutional officers who are female increased markedly, while the percentage who are members of an underrepresented racial or ethnic group stayed the same, re-

sulting in a plus for this goal. Data for two other indicators was not available.

Complaints of racial discrimination can be filed with several state, fed-

eral and local agencies. Data on these reported incidents are not collected centrally. Total complaints to the Department of Human Rights, the U.S. Equal Opportunities Commission and the Minneapolis Civil Rights Department decreased from 852 in 1990 to 836 in 1991 and 735 in 1992. Despite the downward trend, the totals are higher than for the late 1980s. Whether a trend in discrimination complaints truly rep-

resents a trend in discrimination is not known.

While discrimination complaints declined, reports of bias-motivated crimes increased, rising from 283 in 1990 to 378 in 1991 and 399 in 1992.

Minnesota Planning has recently completed an extensive action plan, *State of Diversity*, to support this goal by recommending 37 specific strategies to combat racism in Minnesota.

Indicators	1990	1992	1995
33. Number of discrimination complaints filed in Minnesota	Not Available		
34. Percentage of people who say they have been discriminated against in the past year	Not Available		
35. Percentage of state legislators and constitutional officers who are members of an underrepresented racial or ethnic group	2%	2%	*
36. Percentage of state legislators and constitutional officers who are female	19%	26% (1994)	28%

*The 1995 goal is to represent the racial and ethnic composition of the state's population.

**Grade
Fall
1994**

Goal: Minnesota will have sustained above-average, strong economic growth that is consistent with environmental protection

Data for the indicator measuring Minnesota's economic growth will not be available until fall 1994.

Minnesota's economy has done better than that of the nation as a whole. Minnesota's median income surpassed the national average in 1992 by 9 percent. Median income in Minnesota increased 2.3 percent from 1991 to 1992, while the national level fell by 0.8 percent.

Minnesota's rate of job growth exceeded the national average from 1988 to 1991. Average annual job growth was 1.6 percent in Minnesota but only 0.7 percent nationally. Minnesota jobs in durable goods manufacturing fell 1 percent annually, but this was less than the national decline of 2.3 percent. Nondurable manufacturing jobs increased in Minnesota by an average 2.5 percent each year, com-

pared with an annual national loss of 0.5 percent. Minnesota lost 1,000 manufacturing jobs from 1992 to 1993, while six states had gains. The average hourly wage for

Minnesota manufacturing jobs increased from \$10.37 in 1989 to \$11.23 in 1990 and \$11.53 in 1991 (adjusted for inflation).

Indicators	1990	1992	1995
37. Minnesota per capita gross state product as a percentage of U.S. per capita gross national product	103%	Fall 1994	103%

Grade
+

Goal: Minnesotans will have the advanced education and training to make the state a leader in the global economy

Increases were posted in both college graduation rates and percentage of high school graduates who are getting additional education or training, but the cost of college tuition as a percentage of personal income went up. The result of these changes was a plus grade for this goal. Data was not available for two other indicators.

Although Minnesota is a national leader in high school graduation rates, the same is not true at the college level, where higher graduation rates are a *Milestones* target. College graduation rates are rising slowly. Minnesota’s private colleges reported their highest graduation rate, with 59 percent of the class of 1992 finishing in four years, up from 58 percent for the class of 1990.

The cost of higher education is closely related to graduation rates. Minnesota’s costs are starting to increase faster than the national average. Minnesota’s college tuition costs (minus financial aid) as a per-

cent of disposable income, was 9.7 percent in the 1989-90 school year, climbing to 11.6 percent in 1992-93. The national average was 9.4 percent in 1989-90 and increased to 10.5 percent for 1992-93.

The University of Minnesota is attempting to improve its graduation rate. A primary goal of President Nils Hasselmo’s proposal to split the university into two parts is to raise the five-year graduation rate in the “research university” to 50 percent for freshmen entering in 1996, compared with 33 percent in 1992. The university’s graduation rate already is improving, although it is still the lowest in the Big Ten. The six-year graduation rate for 1993 (for the freshman class of 1986-87) is 42 percent, up from an average 34 percent over the three previous years.

The most recent five-year graduation rate for the state university system remains at the 1990 level of 35 percent.

An annual survey of about one-fourth of high school graduates shows a continued increase in the percentage who are pursuing advanced education, vocational training or apprenticeship one year after graduation, a trend in line with the *Milestones* target. For the class of

1991, 74 percent of survey respondents are involved in one of these educational alternatives, up 1.8 percent from the class before. This is not a random survey, however, and does not include students from Minneapolis and St. Paul.

Indicators	1990	1992	1995
38. College graduation rates of various systems (five-year rate)			
University of Minnesota	29%	33%	30%
State universities	35%	35% (1991)	36%
Private colleges	67%	69%	67%
39. Cost of college tuition (net cost as percent of disposable income)	9.7%	11.6%	10%
40. Percentage of high school graduates who are pursuing advanced training, apprenticeship or higher education one year after high school	73%	74% (1991)	79%
41. Percentage of recent technical college graduates employed in a job related to their training	85%	Fall 1994	85%
42. Percentage of Minnesotans who use public libraries	Not Available		

Grade +

Goal: All Minnesotans will have the economic means to maintain a reasonable standard of living

A slight increase in the percentage of Minnesotans who have health-care insurance resulted in a plus grade. Data for the other two indicators will not be available until after the next census.

the two previous years, although it remains near the highest level in a decade. From 12 percent in 1990, the poverty rate increased to 12.9 percent in 1991, then dropped very slightly to 12.8 percent in 1992.

Milestones participants often expressed the hope that all Minnesotans would share in economic prosperity and that the 1980s trend toward a two-class society would be reversed. Minnesota's poverty rate leveled off in 1992 after climbing

Nationally, the poverty rate rose over these years, from 13.5 percent in 1990 to 14.5 percent in 1992. (These rates are based on sample surveys and are subject to sampling variation.) The number of new Aid to Families with Dependent Chil-

dren cases held steady in Minnesota in 1992, increasing only 0.5 percent from 1991. Minnesota's unemployment rate went from 4.8 percent in 1990 to 5.1 percent in 1991.

In a positive trend, the percentage of Minnesotans without health

insurance decreased in 1992, to 8.1 percent, down from 9.3 percent in 1991 and 8.9 percent in 1990. The new state health plan, Minnesota-Care, should bring the state closer to the target of health care for everyone. (The 1990 statistic is a revision of the number published in the first *Milestones* report.)

Indicators	1990	1992	1995
43. Minnesota median family income as a percentage of U.S. median family income	105%	2000 Census	105%
44. Percentage of population living in households with incomes at least 200 percent of the poverty line	73%	2000 Census	75%
45. Percentage of Minnesotans with health-care insurance	91%	92%	97%

**Grade
Summer
1994**

Goal: All Minnesotans will have decent, safe and affordable housing

Data on the percentage of low-income housing units that have severe physical problems will be available in the summer of this year. The other two indicators will be measured by the next census.

Home ownership rate is a *Milestones* indicator for this goal. Although new data on the ownership rate is not available, the sharp drop in mortgage rates has made home ownership more affordable for many people. Nationally, housing is more affordable now than at

anytime in the past 20 years.

The data available for non-homeowners is less hopeful. As noted earlier, the use of shelters increased by 44 percent from 1990 to 1993.

The Governor's Task Force on Metropolitan Housing Policy, in May 1994, made 14 recommendations to increase affordable housing in the metropolitan area. Its extensive background research, prepared by Minnesota Planning, was presented in *Making the Connection: Linking Housing, Jobs and Transportation*.

Indicators	1990	1992	1995
46. Percentage of low-income housing units with severe physical problems	22%	Summer 1994	20%
47. Percentage of low-income renters paying more than 30 percent of their income for housing	67%	2000 Census	65%
48. Homeownership rate	72%	2000 Census	72%



Goal: Rural areas, small cities and urban neighborhoods throughout the state will be economically viable places for people to live and work

A positive change was measured in the decrease in the percentage of population living in economically disadvantaged counties, but it is balanced by the negative change in nonmetropolitan per capita income. Data was not available for four indicators, although some is expected this summer for two of these.

Milestones participants in both rural and urban areas expressed a strong concern that Minnesota's small towns and rural communities be able to sustain their way of life, so that another generation might have the opportunity to live in them. In 1992, Minnesota's rank among states in total cash receipts from farming was seventh. This rank is below the Minnesota Department of Trade and Economic Development goal for Minnesota to be in the top five states.

Rural incomes in Minnesota continue to be higher than the U.S. average. Minnesota's nonmetropolitan per capita income as a percent of U.S. nonmetropolitan per capita income was 103.5 percent in 1991, fluctu-

ating slightly from the 105.3 level in 1990. (The 1990 and 1995 statistics are a revision of the numbers published in the first *Milestones* report.)

Minnesota Milestones used a broad measure of concentrated rural poverty: the percentage of Minnesotans living in counties with per capita incomes less than 70 percent of U.S. per capita income. In 1990, 4.6 percent of all Minnesotans, living in 11 counties, fell into this category. In 1991, only 10 counties met this criteria, resulting in a significant improvement to 3.6 percent of all Minnesotans living in very poor counties.

Demographic trends raise concerns about the long-term viability of many communities. Based on population projections of the State Demographer's Office at Minnesota Planning, the number of children is expected to decline by 25 percent to 50 percent by 2020 in large areas of northeastern and southwestern Minnesota, which face the biggest losses of population.

Indicators	1990	1992	1995
49. Percentage of Twin Cities population living in census tracts with poverty rates 1.5 times the state average	13%	2000 Census	12%
50. Percentage of population living in counties with per capita income less than 70 percent of U.S. per capita income	4.6%	3.6% (1991)	4%
51. Minnesota nonmetropolitan per capita income as percent of U.S. nonmetropolitan per capita income	105.3%	103.5% (1991)	107%
52. Primary-care physicians per 10,000 people in nonmetropolitan Minnesota	5.5 (1988)	June 1994	5.7
53. Minnesota's rank in telecommunications technology	Not Available		
54. Percentage of nonmetropolitan population in communities served by two or more options for shipping freight	37%	Summer 1994	37%

Grade
±

Goal: Minnesotans will act to protect and enhance their environment

Increased annual energy use and improvements in waste recycling led to a mixed grade for protecting and enhancing the environment. Two other indicators remained the same, while no data was available for the fifth indicator.

The public's concern for the environment is indicated by a rapid increase in recycling. The amount of solid waste generated remained about constant: 4.4 million tons in 1990, falling to 4.23 million tons in 1991 but returning to 4.4 million tons in 1992. Meanwhile, the percentage of waste recycled increased from 22 percent to 34 percent (43 percent in the Twin Cities area.) The Office of Waste Management reports that nearly two-thirds

of the counties reached or exceeded interim recycling goals for 1991; many counties already are ahead of goals for 1993 and 1996.

Two indicators have not changed. Estimates of highway litter remain the same at 10 to 20 bags per mile, and water use has stayed at 3.1 billion gallons per day.

In contrast to this progress and other specific pollution reductions, state energy use climbed 3.5 percent from 1990 to 1991. This means that Minnesota is still adding to the production of so-called greenhouse gases, which may lead to global warming. Residential and transportation energy use rose, but commercial and industrial use fell.

Indicators	1990	1992	1995
55. Average annual energy use per person (million BTUs per person)	300	310 (1991)	285
56. Highway litter (bags collected per mile)	10 to 20	10 to 20	15
57. Total water use (billion gallons per day)	3.1	3.1	3.1
58. Solid waste produced and recycled			
Waste produced (million tons)	4.4	4.4	4.6
Waste recycled (million tons)	22	34	31%
59. Percentage of students passing an environmental education test	Not Available		

**Grade
+**

Goal: We will improve the quality of air, water and earth

A stunning decrease in the number of days per year that air-quality standards are not met, along with improvements in the release of toxic chemicals and identification and cleanup of Superfund sites, led to a solid positive grade for this goal. Only one indicator — the quantity of hazardous waste — was negative. Data was not available for four indicators, although some is expected this spring for two of these.

The release of toxic chemicals dropped sharply, from 62.3 million tons in 1990 to 49.8 in 1991 and 40 million tons in 1992. The projected level for 1993 is 33.6 million tons. (The 1990 statistic is a revision of the number published in the first *Milestones* report.) This dramatic reduction has come through concerted action by Minnesota industries.

Increases in the reported amounts of hazardous waste generated are

slowing down. Ninety-nine million pounds were generated in 1990, compared with 111 million pounds in 1992. Regulations that improved reporting led to the initial increases; actual generation now appears to be leveling off or even decreasing. (The 1990 statistic is a revision of the number published in the first *Milestones* report.)

The number of Superfund sites is an indicator of places with the highest levels of pollution. There are 184 sites on the list, up from 178 in 1990. The number of cleaned-up sites increased from 45 in 1990 to 60 in 1993. Despite this progress, the number of sites is projected to increase as more are discovered. (The 1990 and 1995 statistics are a revision of the numbers published in the first *Milestones* report.)

Compliance with air-quality standards has improved dramatically. The three-year moving average in

1990 for the number of days per year that air-quality standards were not met was 35 days, which improved to five days in 1993.

Although acid rain is not a *Milestones* indicator, a federal survey released in September 1993 reported a sharp decline in a pollutant linked

to acid rain — the amount of sulfates in rainwater — at federal monitoring sites from 1980 to 1991. Nitrates in rainwater showed less decline, however. The federal test site in Minnesota reported a downward trend in sulfates, consistent with the national trend.

Indicators	1990	1992	1995
60. Air pollutants emitted from stationary sources (thousands of tons)	Not Available		
61. Number of days per year that air-quality standards are not met	35	5 (1993)	0
62. Percentage of river miles and lake acres that meet fishable and swimmable standards			
River miles	22%	Spring 1994	25%
Lake acres	11% (1992)		14%
63. Percentage of monitored wells showing ground-water contamination	Not Available		
64. Soil erosion per acre of cropland (in tons)	7 (1987)	Spring 1994	
65. Toxic chemicals released or transferred (millions of pounds per year)	62.3	40	24
66. Quantity of hazardous waste generated (millions of pounds per year)	99	111	116
67. Number of Superfund sites:			
Identified	178	184 (1993)	219
Cleaned up	45	60 (1993)	71

**Grade
Spring
1994**

Goal: Minnesota’s environment will support a rich diversity of plant and animal life

No change was registered in the number of threatened or endangered species. A clearer picture of

progress is expected to emerge this spring, when data on parks and wildlife refuges will be available.

The *Milestones* indicators for this goal include diversity of songbirds and endangered species. At least one species, the peregrine falcon, may be removed from the endangered list under a U.S. Fish and Wildlife Service proposal. The falcon has adapted well to nesting on high-rise buildings in the Twin Cities and other urban areas across the country. The number of threatened, endangered or special-concern native wildlife and plant species remains the same.

Biological diversity is threatened by timber harvesting. The Environmental Quality Board commissioned a study on the impact of timber harvesting in Minnesota over the next 50 years. A draft of the study released in 1993 forecasts growing negative impacts on

wildlife and biodiversity as the level of harvesting increases. The report suggests how to mitigate some of the adverse effects. Information on the report is available from the Environmental Quality Board at Minnesota Planning.

The federal government has proposed a much more comprehensive approach to monitoring biological diversity than focusing on endangered species: a national census of all animal and plant life. Although the results of a biological census might be a decade away, this approach would be consistent with *Milestones* and a substantial improvement over current monitoring efforts. The Minnesota Department of Natural Resources already has done biological inventories of 22 counties.

Indicators	1990	1992	1995
68. Diversity of songbirds	Not Available		
69. Number of threatened, endangered or special-concern native wildlife and plant species	287	287 (1993)	287
70. Acres of natural and restored wetlands (in millions)	7.9	Not Available	7.9
71. Acres of forest land (in millions)	16.7	2000 Inventory	16.7
72. Land area in parks and wildlife refuges (millions of acres)	12 (1991)	Spring 1994	12

Grade
+

Goal: Minnesotans will have opportunities to enjoy the state's natural resources

The plus grade resulted from the increase in miles of recreational trails. Data was not yet available

on the number of public water access sites.

Many people at *Milestones* meetings expressed their desire to see a more beautiful Minnesota, although the concept proved hard to measure. The miles of recreational trails has increased by 900, increasing the state total to 20,000 miles.

Other significant efforts to beautify Minnesota are underway, in-

cluding the seeding of 600 acres of wild flowers along 70 miles of Interstate 94. Sections of several other highways also have received a wild flower designation. As part of the community tree planting program, from October 1992 to September 1993, 150,000 trees were planted to enhance the Twin Cities urban landscape.

Indicators	1990	1992	1995
73. Miles of recreational trails (in thousands)	19	20	20
74. Number of public access sites on lakes and rivers	2,200	Fall 1995	2,300

**Grade
Fall
1994**

Goal: People will participate in government and politics

New data on the *Milestones* indicators of number of voters and number of small campaign contributions will not be available until after the major election in 1994.

Some anecdotal evidence exists that citizen participation is increas-

ing. Major grant programs are requiring broad-based community planning and collaboration. Citizen participation vehicles, such as the Citizens League salons and newspaper-sponsored citizen forums, seem to be popular.

Indicators	1990	1992	1995
75. Percentage of eligible voters who vote in gubernatorial elections	57%	Fall 1994	62% (1994)
76. Percentage of dollars contributed to campaigns coming from small contributions	64%	Fall 1994	65% (1994)

**Grade
Not
Available**

Goal: Government in Minnesota will be cost-efficient and services will be designed to meet the needs of the people who use them

To help achieve this goal, *Milestones* recommended using perfor-

mance measurement at all levels of government. State government

has moved ahead with performance budgeting, and in 1993, the Legislature mandated performance budgeting and annual performance reports from most state agencies. An indication of this trend is the use of outcome and efficiency measures in the state's biennial

budget. The number of outcome measures used by state agencies in the current 1994-1995 budget was 795, up from 221 in the 1992-1993 budget, while efficiency measures, such as the number of phone calls answered per hour, increased from 651 to 1,015.

Indicators	1990	1992	1995
77. Percentage of the state budget for which goals and outcome measures have been established	Not Available		
78. Percentage of local government budgets for which goals and outcome measures have been established	Not Available		
79. Percentage of Minnesotans who say they get their money's worth from their local and state taxes	Not Available		

Measuring results requires good data, but good data — or any data — is hard to find. And what is available seldom measures results or outcomes. *Minnesota Milestones: A Report Card for the Future* made five recommendations to improve the collection and use of results-oriented data. These recommendations and the progress made toward implementing them are described next.

■ **Minnesota government, at every level, must become more results-oriented.** Many efforts are being made, especially by state government to put this recommendation into practice. Governor Arne H. Carlson asked state agencies to submit performance budgets with measurable outcomes for the 1994-95 biennium. In addition, legislation was passed in 1993 that requires most state agencies to prepare strategic plans with measur-

able results. Some communities, school districts and local public agencies are beginning to work toward measurable results as well.

■ **Government spending should be more directly linked to results.** In 1993, all state agencies integrated *Minnesota Milestones* goals into their budgets and established how they were going to measure their performance. The collaboration grant program, which restructures services for 80 percent of Minnesota's children, requires the 51 participating communities to establish service goals with measurable outcomes.

■ **Government agencies should collect data in a way that is useful in assessing results and outcomes.** The state conducted its first survey to assess citizen's experiences with and attitudes about crime in 1992, and a follow-up

survey is planned for 1995. Minnesota Planning developed an on-line children's services report card for every county in the state. As part of the Minnesota Children's Initiative, a sophisticated management information system is being developed to improve services to families and children across Minnesota.

■ **Equality of opportunity for all cultural, racial and ethnic groups and for people with disabilities should be a goal across all of the *milestones*.** To this end, Minnesota Planning brought together the ideas of diverse Minnesotans from various communities, business and government to develop recommendations and action

steps to help rid schools, workplaces, streets and communities of racial bias and inequality. Many of the recommendations outlined in the resulting report, *State of Diversity: A Plan of Action for Minnesota*, have already been implemented.

■ **Progress toward statewide goals should be regularly monitored.** This report attempts to track our progress toward achieving the *Milestones* goals three years into the 30-year time frame. A major update of *Minnesota Milestones* will be undertaken in 1995, when the indicators will be revised to ensure they remain relevant and improved data sources will be used.